Calendar No. 175

98TH CONGRESS 1st Session } SENATE { REPORT No. 98–113

NATIONAL SEA GRANT PROGRAM AUTHORIZATION

MAY 16, 1983.—Ordered to be printed

Mr. PACKWOOD, from the Committee on Commerce, Science, and Transportation and on behalf of the Committee on Labor and Human Resources, submitted the following

JOINT REPORT

[To acccompany S. 655]

The Committee on Commerce, Science, and Transportation, and the Committee on Labor and Human Resources, to which was referred the bill (S. 655) to authorize appropriations to carry out the national sea grant program for fiscal years 1984, 1985, and 1986, and for other purposes, having both considered the same, reports favorably thereon with an amendment in the nature of a substitute and an amendment to the title and recommends that the bill do pass.

PURPOSE OF THE BILL

It is the purpose of S. 655, as reported, to authorize appropriations for the National Sea Grant College Program Act for fiscal years 1984 and 1985.

BACKGROUND AND NEEDS

The goal of the National Sea Grant College Program is to increase the understanding, assessment, utilization, and conservation of the Nation's ocean and coastal resources. This is accomplished by providing assistance to promote a strong educational base, responsive research and training activities, and broad, prompt dissemination of knowledge and techniques.

The Sea Grant Program was established when President Lyndon Johnson signed the Pell-Rogers Sea Grant College and Program Act into law in 1966. Sea Grant was placed in the National Science Foundation (NSF) in 1967, and in February 1968 the first Sea Grant awards were made to the Massachusetts Institute of Technology, California Institute of Technology, and Nicholls State College

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(Louisiana). In 1970, under reorganization Plan IV, the Office of Sea Grant became part of the newly formed National Oceanic and Atmospheric Administration (NOAA) where it is still housed. In 1971, the University of Rhode Island, Texas A&M University, Oregon State University, and the University of Washington became the first Sea Grant Colleges. Since then, 15 more colleges and universities have attained Sea Grant College status, bringing the total to 19.

The Sea Grant Program awards three basic types of grants, all of which are matching grants requiring at least a ⅓ match from non-Federal sources.

(1) Institutional grants are awarded to individual institutions (or consortia) of higher learning that have an existing broad base of competence in marine affairs, and a positive, long-term commitment to the Sea Grant objectives. Sea Grant Colleges which have established a suitable management structure, have created interdisciplinary research teams and have developed advisory service mechanisms within their region are eligible for these grants.

(2) Coherent project grants are awarded to institutions that are developing comprehensive competence in marine affairs but have not yet reached the point of maturity to make them eligible for Institutional grants. These grants enable such institutions to apply their expertise toward Sea Grant objectives and to develop the broader base of competence necessary to qualify for Institutional grants. Coherent Project support may also be used to bring into the Sea Grant Program, on a more-or-less continuing basis, qualified entities which have exhibited a rare or unique capability in a specialized field of marine affairs. Such entities may be vocational or community colleges.

(3) Project grants are awarded to individuals or institutions for clearly defined activities or as start-up grants which may allow the institution to achieve Coherent Project status. In all cases, the grants must be of outstanding merit and contribute to the fullfillment of Sea Grant objectives. Project support is usually, though not exclusively, for 1 year efforts.

Both institutional and coherent project support presumes a continuing effort through the years by the grantee institutions. In return for this commitment, an effort is made to assure continuity of Federal support. A college or university must have been in an institutional grant status for at least three years to qualify for consideration as a Sea Grant College.

Congress established two further arms of Sea Grant, the National Projects Program, and the International Cooperative Assistance Program. The National Projects Program is no longer a desirable asset to Sea Grant in the form established by Congress and is not reauthorized in this bill. The International Cooperative Assistance Program, established in 1976, is aimed at promoting cooperation between U.S. academic institutions and their counterparts in developing countries. The primary goals of the program include: (1) the enhancement of research and development capabilities of developing countries in relation to their ocean and coastal resources; and (2) the exchange of information and technology transfer with any nation. In 1980, the Program was renamed the "Sea Grant International Program". At the same time, the latter goal was broadened to include all foreign

nations, not just developing nations. The intent of the second goal is to include countries such as the People's Republic of China.

Testimony received by the two Committees strongly support the international program efforts of Sea Grant. Direct institution-to-institution cooperative management among scientists has shown results that would otherwise not be achieved. Foreign institutions must participate through the Sea Grant program on a matching basis, and are not fully supported through a direct grant. This program does not duplicate but rather augments the foreign development programs of other agencies.

The Committees note with concern that no money has been appropriated for the International Program since 1981. It is the sense of the Committees that the International Program be sustained.

The Committees are aware of the passthrough mechanism used in section 212, referred to as the "base program", and it is the Committees' intent that this should also be utilized by section 3 of the Sea Grant Program Improvement Act of 1976 (33 U.S.C. 1124a) (International Program) as well. This gives greater flexibility to the Sea Grant Program because it will be used extensively throughout NOAA and thus fulfill Sea Grant objectives.

Legislative History

S. 655 was introduced by Senator Pell and others on March 2, 1983. This bill and a companion (S. 1098) were the subject of hearings before both the Commerce and the Labor Committees. At these hearings, the Committees received testimony from Sea Grant and NOAA officials, educators and representatives of the fishing industry.

By May, the Committees ordered S. 655 reported with an amendment in the nature of a substitute. The bill, as reported, is identical to H.R. 1643, thus eliminating the need for a conference committee. S. 1098 was ordered reported from the Committee on Commerce, Science, and Transportation on April 21, 1983, section 2 of which contains language identical to S. 655.

Estimated Costs

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committees provide the following cost estimate, prepared by the Congressional Budget Office:

U.S. Congress,
Congressional Budget Office,
Washington, D.C., May 3, 1983.

Hon. Bob Packwood,
Chairman, Committee on Commerce, Science, and Transportation, U.S. Senate, Washington, D.C.

Dear Mr. Chairman: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has prepared the attached cost estimate for S. 655, a bill to authorize appropriations to carry out the National Sea Grant program for fiscal years 1984 and 1985, and for other purposes.

Should the Committee so desire, we would be pleased to provide further details on this estimate.

Sincerely,

ALICE M. RIVLIN, *Director.*

CONGRESSIONAL BUDGET OFFICE—COST ESTIMATE

1. Bill number: S. 655.

2. Bill title: A bill to authorize appropriations to carry out the National Sea Grant program for fiscal years 1984 and 1985, and for other purposes.

3. Bill status: As ordered reported by the Senate Committee on Commerce, Science, and Transportation, April 21, 1983.

4. Bill purpose: This bill authorizes the appropriation of $42 million and $46 million for fiscal years 1984 and 1985, respectively, for the National Sea Grant program, administered by the National Oceanic and Atmospheric Administration. The program provides matching grants, primarily to colleges and universities, to promote conservation and development of U.S. marine resources through research, education, and advisory services. Of each year's appropriation, the bill authorizes the use of $1 million for grants for eligible international projects.

Appropriations for the program in 1982 and for 1983 to date were $35 million each year. The Administration has proposed to terminate the program in 1984.

5. Estimated cost to the Federal Government:

	Millions
Authorization level:	
Fiscal year:	
1984	$42
1985	46
1986	-----
1987	-----
1988	-----
Estimated outlays:	
Fiscal year:	
1984	28
1985	45
1986	15
1987	-----
1988	-----

The costs of this bill fall within budget function 300.

Basis of estimate: For the purpose of this estimate, it is assumed that authorized funds will be appropriated in full prior to the start of the fiscal years for which they are authorized. Authorization levels are those stated in the bill. Outlay estimates are based on information from the National Oceanic and Atmospheric Administration, and are consistent with historical patterns.

6. Estimated cost to State and local governments: None.

7. Estimate comparison: None.

8. Previous CBO estimate: On April 19, 1983, CBO prepared a cost estimate for H.R. 1643, a bill to authorize appropriations to carry out the National Sea Grant College Program for fiscal years 1984 and 1985, as ordered reported by the House Committee on Merchant

Marine and Fisheries, April 13, 1983. That bill authorized the same amounts as in S. 655 for appropriation in 1984 and 1985, but did not specify an amount to be available for international cooperative projects.

On April 26, 1983, CBO prepared a cost estimate for S. 1098, the National Oceanic and Atmospheric Administration Ocean and Coastal Program Authoriaztion Act, as ordered reported by the Senate Committee on Commerce, Science and Transportation, April 21, 1983. Authorizations in that bill included amounts for the sea grant program (and the allocation for international project grants) for fiscal years 1984 and 1985 identical to those in S. 655.

9. Estimate prepared by: Anne E. Hoffman.

10. Estimate approved by:

JAMES L. BLUM,
Assistant Director for Budget Analysis.

REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committees provide the following evaluation of the regulatory impact of the legislation, as reported.

The Committees do not expect any additional regulations to be promulgated as a result of reauthorizing this program. No additional economic, regulatory or personal privacy impacts upon individuals or businesses are expected.

SECTION-BY-SECTION ANALYSIS

SECTION 1

S. 655, as originally introduced, provided a three-year authorization of the National Sea Grant College Program Act. The bill as reported by the Committees authorizes $42,000,000 to be appropriated for fiscal year 1984 and $46,000,000 for fiscal year 1985 for the National Sea Grant College Program Act.

SECTION 2

This section amends section 3(c) of the Sea Grant Program Improvement Act of 1976 by allowing up to $1 million of the authorized appropriations to be available in fiscal years 1984 and 1985 to carry out Sea Grant's International Program.

The Committees also reported an amendment to the title in order to conform the title of the bill to the action of the Committees.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new material is printed in italic, existing law in which no change is proposed is shown in roman):

NATIONAL SEA GRANT COLLEGE PROGRAM ACT

SECTION 212 OF THAT ACT

Sec. 212. Authorization for appropriations

There are authorized to be appropriated for purposes of carrying out the provisions of this title (other than section 206) not to exceed the following amounts:

(1) $50,000,000 for each of fiscal years 1977 and 1978.

(2) $55,000,000 for each of fiscal years 1979 and 1980.

(3) Not to exceed $50,000,000 for fiscal year 1981, not to exceed $58,000,000 for fiscal year 1982, and not to exceed $65,000,000 for fiscal year 1983, *and $42,000,000 for the fiscal year 1984 and $46,000,000 for the fiscal year 1985.*

Such sums as may be appropriated under this section shall remain available until expended.

SEA GRANT PROGRAM IMPROVEMENT ACT OF 1976

SECTION 3 OF THAT ACT

Sec. 3. Sea grant international program

(a)-(b) * * *

(c) AUTHORIZATION FOR APPROPRIATIONS.—There are authorized to be appropriated for purposes of carrying out this section not to exceed the following amounts:

(1)-(3) * * *

(4) For fiscal years 1984 and 1985, not to exceed $1,000,000 in each fiscal year appropriated pursuant to section 212 of the National Sea Grant College Program Act may be available to carry out this section.

Such sums as may be appropriated under this section shall remain available until expended.

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